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ABSTRACT

In 1993, nine service expectations for Ohio's two-colleges and regional campuses were approved by the state Board of Regents. This report describes specific performance measures developed for the service expectations to equitably evaluate the performance of the colleges. Following a brief introduction describing the goals and advantages of the indicators developed, performance measures are provided for the following service expectations: (1) a range of career/technical programming preparing individuals for employment at the technical or paraprofessional level; (2) commitment to an effective array of developmental education services; (3) partnerships with industry, business, government, and labor for workforce training to enhance economic development in the community; (4) noncredit continuing education and cultural enrichment opportunities; (5) college transfer programs or the first two years of a baccalaureate degree for students planning to transfer to four-year institutions; (6) linkages with high schools to ensure graduates are adequately prepared for higher education; (7) convenient scheduling; (8) student fees which are as low as possible; and (9) community involvement in the decision-making process in such critical areas as course delivery, range of services, fees and budgets, and administrative personnel. For each expectation, a description and/or definitions of terms are provided, as well as charts showing specific indicators and methods of providing evidence of accomplishment. A list of members of the Advisory Committee on Measures for Service Expectations is attached. (KP)

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PERFORMANCE MEASURES FOR SERVICE EXPECTATIONS FOR OHIO'S TWO-YEAR COLLEGES & REGIONAL CAMPUSES

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JC 950 439

PERFORMANCE MEASURES FOR SERVICE EXPECTATIONS FOR OHIO'S TWO-YEAR COLLEGES AND REGIONAL CAMPUSES

The design of performance measures for service expectations is a challenging undertaking. If properly done, the measures should provide important information on how well the two-year colleges and regional campuses are doing in meeting the service expectations. This information should be useful to not only allocate a portion of the state's instructional subsidy, but to provide clear guidelines for institutional self-improvement. Because of the importance attached to the performance measures, there may be a tendency to propose measures that try to capture all aspects of the performance of all institutions. The result may be a very complicated series of measures that necessitate extensive new data collection and reporting requirements. Such measures may also make it difficult to ensure equity and fairness in resource allocation. For these reasons, and others, the Board of Regents propose a set of performance measures for Ohio's two-year colleges and regional campuses that have the following advantages.

- A limited number of different types of measures for each of the nine service expectations mandated by the General Assembly (Am. Sub. H.B. 152). The objective is to ensure that the measures adequately and equitably evaluate performance for the service expectations whether they relate to academic programs, administration or community relationships.
- The measures are based on data and information that most, if not all colleges and regional campuses, currently provide to the Regents, the federal government or regional accrediting agencies. Several measures use Assessment Plan indicators that are required after 1995 by the North Central Association.
- Many of the measures require absolute values which are currently provided to the Board of Regents through the Uniform Information System. For example, student enrollment by FTE or Headcount. Some of the measures will require data that will be available only through the new Uniform Information System.
- Differences that exist statewide in the legal/Board of Regents' designated service districts of two-year institutions are taken into account through a series of relative measures. For example, student enrollment as a percentage of the population cohort 18-39 in the institution's service area.
- The use of binary measures that provide information on the presence or absence of a program or process whereby a college or regional campus evaluates its own performance. For example, a program or process to evaluate how well programs meet community priorities.
- The measures provide a general statewide framework for performance evaluation that is consistent with the general missions of the state's two-year colleges and regional campuses. They may be complemented by other measures individual institutions may wish to use to evaluate their own performance in the interest of continual self-improvement.

The proposed performance measures are consistent with the indicators for the state's nine service expectations that were recommended in the report by the Regents' Advisory Committee on Service Expectations (September, 1993) and approved by the Board (October, 1993). They also meet the Board's mandate of October, 1993, that a set of performance measures be designed and submitted to the Regents' Subsidy Consultation Committee in early 1994 with the intention that performance measures for service expectations will be implemented in the next biennial budget.

1. A range of career/technical programming preparing individuals for employment in a specific career at the technical or paraprofessional level.

Career preparation at the technical or paraprofessional level generally requires an associate degree to fulfill most employment expectations. It is necessary to have an array of programmatic opportunities readily available to support the economic and manpower needs of Ohio. Even students who do not aspire to the degree are benefited by their enrollment in a portion of a program.

Employment is clearly the goal of most technical education. It is the case, however, that many graduates of technical programs do proceed at some point in their careers to pursue a baccalaureate degree. Therefore, many technical programs articulate to baccalaureate degree programs to provide job mobility and future career advancement.

Definitions:

Full-time equivalent: Full-time Equivalent student as calculated by the Ohio Board of Regents for subsidy purposes.

De facto service area: Counties that a two-year college or regional campus serve that are outside of the OBR designated service district.

Legal/OBR designated service districts: Community and technical college service districts as defined in an institution's legal charter and/or by the Board of Regents.

Related employment of technical students: Jobs held by students previously enrolled in technical programs that use the specific skills learned in the technical program (as reported to the Board of Regents).

Indicators	Indicators/Evidence		
FTEs in Business, Engineering Technology, Health, Public Service, Natural Resources (as reported to the Board of Regents).	FTEs in each academic category as a percentage of population age 18-39 in legal/OBR designated service district.		
FTEs in Business, Engineering, Technology, Health & Public Service, Natural Resources from the de facto service area.			
Headcount of students who are pursuing non-degree goals and have been enrolled in the previous 12 months.	Headcount of the number of these technical students in related employment as a percentage of students who are pursuing non-degree goals and have been enrolled in the previous 12 months..		
Headcount of technical students who have completed AAS, ATS, AAB and AIS degrees as reported to the Board of Regents.	Related employment of technical students who have completed AAS, ATS, AAB, and AIS degrees as percentage of population age 18-39 in legal/OBR designated service district.		
Evaluation/assessment to determine how well technical programs meet community priorities.	Yes	No	Information on evaluation process/procedure.
Evaluation/assessment of job placement rates and employer satisfaction.			Information on evaluation process/procedure.

2. Commitment to an effective array of developmental education services providing opportunities for academic skill enhancement.

Developmental education is defined as any service or non-degree course which develops the academic ability to succeed in college-level courses. Different colleges may define developmental differently, depending upon their service area and their academic programs. The intent of this expectation is that each college must enhance access for under-prepared students through the provision of both coursework and supplemental services. While the research and literature on developmental education is consistent in recommending at least some level of each of the six factors listed below in order to provide minimal acceptable service, no attempt has been made to identify how that service should be delivered. Intervention systems were deliberately left somewhat vague to give institutions flexibility in meeting their local needs. Typical interventions, however, are academic warning systems, peer tutoring, supplemental instruction, etc.

Similarly, evidence of numbers served was deliberately rejected in the belief that the appropriate level of developmental education services will differ from institution to institution. The number of students served is not an indicator of the quality of a developmental education program, but may simply be an indicator of need. The system in place for serving developmental students is more indicative of a good program than are the numbers in that program.

To that end, evidence of accomplishment should be provided within the context of an institution's individual assessment plan rather than through statewide norms. The assessment plan should meet the service expectation and the indicators required. This will promote a uniform state goal while maintaining institutional autonomy to meet local needs and provide the opportunity for institutional exploration and experimentation.

Indicators	Yes	No	Evidence of Accomplishment
Entry level placement assessment provided and used			NCA Assessment Plan descriptor or similar information
Developmental courses in reading/writing and mathematics offered			14-Day Report statistics
Tutoring provided			NCA Assessment Plan descriptor or similar information
Advising provided			NCA Assessment Plan descriptor or similar information
Tracking systems used			NCA Assessment Plan descriptor or similar information
Intervention systems used			NCA Assessment Plan descriptor or similar information

3. Partnerships with industry, business, government and labor for the education and training of the workforce to enhance the economic development of the community.

This expectation is distinguished from expectation 4, noncredit continuing education in that it focuses on meeting organizational needs as opposed to individual needs. It is distinguished from the primary program expectations of 1 (technical programming) and 5 (transfer programming) in that the direct impact on the goal of "enhanced technical development" is much more difficult to measure than "employment in a specific career" or "advancement toward a baccalaureate degree."

Unlike support service expectations 2 (developmental education) and 6 (high school linkages), numbers served in organizational partnerships do give some measure of the impact of these programs on a community. A variety of numerical measures are necessary to reflect both small and large organizations being served. Relating these numerical counts to the working age population of the service area allows for comparison between areas.

The recognition of the use of campus faculty and staff expertise to assist organizations in ways other than direct training is accounted for in the final service indicator.

While these indicators provide a basis for evaluating the quantity of service provided, it is understood that evidence of practices such as area needs assessment, employer evaluation, customer repeat programming and community participation in planning better validate the quality of the service.

Definitions:

Partnership: Any contractual arrangement to deliver credit or noncredit instruction to an organization or to deliver a professional service to an organization, e.g. needs analysis, employee assessment, outplacement counseling. Formal relationship with an organization to educate and/or train employees in business, industry, labor and/or public service agencies.

Noncredit courses and/or workshops: Formal educational or training experiences organized for employees of business, government, public service agencies and/or labor to upgrade worker skills.

Professional service contracts: Institutional contracts or arrangements for educational and/or training services and other services related to college and/or faculty expertise for business, industry, labor and/or public service agencies.

Individuals served: Headcount of people served in various credit and noncredit courses, and workshops. (May be duplicated headcount.)

Indicators	Indicators/Evidence	
Number of employees/trainees served.	Number of employees/trainees served as a percentage of population age 18-55 in the legal/OBR designated service district.	
Number of organizations served.		
Number of student credit hours contracted or arranged.	Student credit hours contracted or arranged as a percentage of population age 18-55 in legal/OBR designated service district.	
Number of student contact hours in noncredit courses and workshops contracted or arranged.	Student contact hours in noncredit courses and workshops as a percentage of population age 18-55 in legal/OBR designated service district.	
Number of consultant contracts other than training.		
Evaluation of effectiveness and satisfaction of partnerships.	Yes	No
Information on evaluation process/procedure.		

4. Noncredit continuing education.

A significant reason communities take such pride in having colleges as part of the community comes from the noncredit continuing education, professional development and personal and cultural enrichment opportunities provided to the community by the college. Measurement of this activity for comparative purposes has not been done in the past and the following service indicators were developed to give gross measurements of the level of noncredit continuing education activity.

Different colleges may engage in different kinds of noncredit continuing education activities depending on the needs identified in the community and the delivery of this service by other organizations. For example, some colleges may have a strong community arts continuing education program while at other colleges, other organizations may provide that service. Since many organizations often offer noncredit continuing education opportunities for a local community (YMCA, YWCA, public school districts, hospitals, etc.), coordination is encouraged to avoid duplication of effort.

Definitions:

Student contact hours: Number of hours of education and/or training times number of people trained.

Community group utilization of campus facilities: Number of events and number of hours each event compared to space utilization model as defined by OBR.

Indicators		Indicators/Evidence
Student contact hours in professional certification and recertification in noncredit and continuing education units (CEU's).		Student contact hours as percentage of population age 18-55 in the legal/OBR designated service district.
Student contact hours in vocational and avocational programs for personal enrichment.		Contact hours as percentage of population age 18-55 in the legal/OBR designated service district.
Community group utilization of campus facilities.		Number of events as percentage of available instructional and conference space.
Evaluation/assessment of community satisfaction with non-credit continuing educational programs.	Yes	Information on evaluation process/procedure.
	No	

5. College transfer programs for the first two years of a baccalaureate degree for students planning to transfer to four-year institutions.

College transfer programs at two-year campuses are those courses which earn credits toward a baccalaureate degree. Student advancement from a two-year program at a community college requires the transfer of credits to a four-year college or university. In the case of regional campuses, student advancement may only require relocation to the main campus of the university, provided the credits earned at the regional campus are treated the same as those earned on the main campus. In a few cases on regional campuses, relocation may not even be necessary because of time and site specific baccalaureate course offerings.

One indicator of the importance of college transfer programs at a two-year campus is the number of student FTEs who are enrolled in courses that earn credits toward a baccalaureate degree. An indicator of institutional performance in college transfer programs is the number of students who actually transfer or relocate to continue their baccalaureate education. Both indicators may be measured both in absolute and relative terms of their institutional importance and performance. An important indicator of the impact or outcome of college transfer programs is the number of students who receive a baccalaureate degree after beginning their studies at a two-year college or regional campus.

To facilitate the advancement of students who are pursuing baccalaureate degrees, two-year colleges and regional campuses should have advising/consulting staff and programs to ensure students understand baccalaureate degree requirements and are informed of existing statewide articulation and transfer agreements on granting degree credit for pre-baccalaureate courses.

Indicators	Indicators/Evidence		
FTEs in general studies and pre-baccalaureate courses	FTEs in general studies and pre-baccalaureate courses as percentage of population age 18-39 in legal/OBR designated service district.		
Headcount of students who have completed the "transfer module."	Headcount of students who have completed the "transfer module" as percentage of total student enrollment.		
Headcount of students who transfer or relocate to a baccalaureate institution after completing at least 15 quarter hours or 10 semester hours of coursework during the previous two years.	Headcount of students who transfer or relocate after completing at least 15 quarter hours or 10 semester hours of coursework as a percentage of total student enrollment.		
Headcount of students who receive a baccalaureate degree within six years after beginning their studies at a two-year college or regional campus	Percentage of transfer or relocated students who complete degrees as a ratio of the number of students who begin at baccalaureate institutions and complete a degree program within six years.		
Articulation and transfer agreements and programs to assist student advancement toward a baccalaureate degree.	Yes	No	Information on articulation and transfer agreements and programs.
Program/procedure whereby four-year baccalaureate institutions provide two-year colleges with information on academic performance of transfer students.			Information on program/procedure, especially type of information shared.

- 6. Linkages with high schools to ensure that high school graduates are adequately prepared for higher education. These linkages should include a student oriented focus and marketing strategies to ensure that high school students are aware of their educational opportunities within the community/service area.**

Colleges are expected to be proactive in working with service area elementary and secondary schools in order to increase the number of young people going on to higher education. They also are expected to work closely with high schools to reform curriculum and to raise expectations for student performance. An additional expectation is the college's cooperation in implementing the Post-Secondary Education Options Program. Thus, the indicators focus both on how local high school graduates perform at the college and on what the college is doing to recruit future students.

To permit institutional autonomy and to make maximum use of local assessment plans, the evidence of accomplishment permits institutions to structure their state reporting according to their assessment plans. Since high school linkages are one of the state's nine top priorities for two-year campuses, it is expected that this will be reflected in institutional assessment plans. The focus on Tech Prep relates to national and state priorities and funding.

Indicators	Evidence of Accomplishment	
	Yes	No
Feedback provided to service area high schools on the number of their graduates from the past two years who enrolled in the college, the number placing in developmental courses, and the number achieving a 2.0 grade point average or above during their first term of enrollment.		
Existence of marketing strategies, e.g., special events, publications, information sessions, etc., for high school students; special classes and programs for pre-college students.		
Options provided for high school students to attend college classes.		
Linkages exist between college personnel and elementary and secondary personnel, including faculty members.		

7. Student access provided according to a convenient schedule and program quality provided at an affordable price.

Student access and achievement have always been high priorities for higher education in Ohio. In recent years, the changing mix in the composition of students enrolled in higher education has underscored the need to ensure access to a quality education at an affordable price.

Much of the recent increase in the demand for higher education has been due to the enrollment of nontraditional students who face restrictions on the time they can attend classes and on the amount they can afford in tuition and fees. Providing educational opportunities to these students requires colleges and universities to offer instruction outside of the traditional hours of 8:00 AM to 4:00 PM, M-F. To finance their academic programs, nontraditional students often have need for financial assistance. It is important that all colleges and universities maintain reasonable charges for tuition and fees and make special efforts to inform students of the types and amount of financial aid for which they are eligible.

Universities and colleges of higher education are committed to providing the highest quality education to Ohio's citizens. To ensure student access to a quality education, it is important that universities and colleges have evaluation/assessment programs that regularly review the quality of all academic programming.

Indicators		Indicators/Evidence
Student FTEs in courses offered after 4:00 PM on weekdays.		Evening student FTEs as a percentage of total student FTEs.
Student FTEs in courses offered on weekends.		Weekend student FTEs as a percentage of total student FTEs.
Evaluation/assessment of the quality of academic programs.	Yes	Information on academic program assessment plan or similar information.
	No	
Evaluation of days and times at which courses are offered relative to student demand.	Yes	Information on evaluation process/procedure.
	No	

8. That student fees charged by any institution are as low as possible, especially if the institution is being supported by a local levy.

It is important that Ohioans have access to a full range of educational services at an affordable price. At the present time, the participation rate of Ohioans in higher education is well below the national average. If Ohio is to remain economically competitive with other states and create new jobs for its citizens, it is necessary to increase the number of people, both in the traditional and non-traditional age cohorts, who have access to our colleges and universities. To do this, it is essential that we eliminate any financial barriers that restrict student access. Tuition and fees at our public colleges and universities must be as low as possible.

To determine if our two-year colleges and regional campuses are meeting the service expectation of access at an affordable price, a three part analysis is recommended:

1. Two-year colleges and regional campuses will be evaluated as to their rate of market penetration in their OBR designated service districts. A reasonable rate of market penetration will be determined by the Board of Regents, in consultation with the colleges and regional campuses, for each of the OBR designated service districts. In arriving at each college's appropriate market penetration, consideration will be given to the availability of existing programs at other public colleges and regional campuses in close proximity.
2. If the rate of market penetration for a college or regional campus is below the specified standard in a given service district, the tuition and fees charged by that institution will be evaluated to determine if they are a financial barrier to student access and achieving a higher rate of market penetration. It is expected that tuition and fees will fall in a range between the upper quartile of tuition and fees for state community colleges and an amount that is 125 percent of the upper quartile figure in the first year of implementation (1994-95), and 110 percent each year thereafter.
3. In evaluating tuition and fees as possible financial barriers to access and a higher rate of market penetration, the amount of financial aid that a college or regional campus provides to offset tuition and fee charges will be taken into account. It is important that the institutions make every effort to inform students and prospective students of the financial assistance that is available. In those cases where tuition and fees, adjusted for the amount of need-based financial aid, are above the prescribed range, it is the responsibility of the two-year college or the university on behalf of its regional campus to take action to bring them within that range.

Indicators	Indicators/Evidence
Rate of market penetration for technical education in OBR designated service district.	Percentage increase (or decrease) over last two years in market penetration for technical education in OBR designated service districts.
Rate of market penetration for general studies and pre-baccalaureate education in OBR designated service districts.	Percentage increase (or decrease) over last two years in market penetration for general studies and pre-baccalaureate education in OBR designated service districts.
Rate of market penetration in OBR designated service district by other public colleges and regional campuses.	
Annualized tuition and fees.	Percentage increase (or decrease) over last two years in annualized tuition and fees.
Number of applications for financial aid.	Applications for financial aid as a percentage of households in OBR designated service district eligible for Ohio Instructional Grants.
Average amount of financial aid awarded to recipients.	Average amount of financial aid as a percentage of annualized tuition and fees.

9. Community involvement in the decision-making process in such critical areas as course delivery, range of services, fees and budgets, and administrative personnel.

Two-year colleges and regional campuses provide a broad array of services responsive to the needs of local communities. The service expectations outline the basic services that each community might expect from its educational institution(s). Integral to the process of serving community needs, however, is the on-going assessment of community needs and direct community involvement in decision-making.

In general, two-year campuses ensure at least a minimum level of community involvement through local advisory and governing boards. The presence of an advisory board with local community involvement and strong linkages to a governing board is particularly crucial for regional campuses. Regional campuses, as entities of the larger universities whose needs they also serve, are often governed by the actions of a central university board of trustees whose members may not be as familiar with the regional campuses local community needs. As such, it is essential the local advisory board and the university board of trustees be linked and that administrative processes that span (due to the nature of the issue) both regional and main campuses, be designed in such a way to ensure that community needs are met in a timely fashion.

Two-year campuses must also seek community involvement beyond the advisory/governing board to ensure that the voices of students, families, community, businesses, and government leaders are heard throughout the campuses' decision-making and planning processes. These "voices" are particularly important in designing curriculum and administering academic programs/services that conveniently meet the needs of place-bound students. The service indicators provide the opportunity for each campus to demonstrate effectiveness on this service expectation by describing its own processes for ensuring community involvement.

Indicators	Evidence of Accomplishment	
	Yes	No
Existence of a decision-making process that is responsive to community/service priorities.		Brief description of groups (minorities, businesses, professional, etc.) represented on governing and advisory board. Brief description of activities and actions undertaken by governing or advisory boards to assess community needs. Brief description of the process by which governing or advisory board assesses community/service area priorities.
Existence of community advisory council for each major program/academic area.		Brief description of community advisory council for each program/academic area.
Existence of a process(es) to assess community/service area involvement.		Brief description of process to assess and improve community/service area involvement.

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Raymond S. Wilkes, Dean of Ohio University at Lancaster, served Ohio and the educational community from 1978 until his untimely death in April, 1994. His work extended far beyond the university campus to serving the greater needs of the state and assisting the Board of Regents on various projects, including his most recent work in drafting measures for the service expectations for two-year campuses.

He was a generous man, who brought wisdom, long experience, commitment and a large measure of humor to his work for the good of students and the community. He will be greatly missed by his friends and colleagues.